

Message Text

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FM AMEMBASSY JAKARTA

TO SECSTATE WASHDC 1265

INFO AMEMBASSY BANGKOK

AMEMBASSY CANBERRA

AMEMBASSY KUALA LUMPUR

AMEMBASSY SINGAPORE

AMCONSUL HONG KONG

AMCONSUL MEDAN

AMCONSUL MELBOURNE

AMCONSUL SURABAYA

UNCLAS JAKARTA 14103

E.O. 11652: NA

TAGS: EAIR, ID

SUBJ: INDONESIA ABANDONS "ONE GATEWAY" POLICY

1. COMMUNICATIONS MINISTER SALIM NOVEMBER 10 TOLD THE PRESS THAT THE "ONE GATEWAY" POLICY IN AIR COMMUNICATIONS IS NO LONGER IN EFFECT. THIS, HE EXPLAINED WAS BECAUSE INDONESIA WAS NOW "EMPHASIZING AIR NEGOTIATIONS STRESSING NATIONAL INTERESTS".

2. "ONE GATEWAY" WAS THE DOCTRINE INVOKED IN 1972 TO TERMINATE DIRECT SERVICES TO BALI FROM FOREIGN POINTS BY CATHAY PACIFIC, SINGAPORE AIRLINES AND THE MALAYSIAN CARRIER. THESE AND MOST OTHER FOREIGN AIRLINES WERE OBLIGED TO USE JAKARTA AS THEIR SOLE GATEWAY TO INDONESIA. THAI INTERNATIONAL, QANTAS AND PAN AMERICAN WERE ALLOWED TO CONTINUE SERVING BALI, BUT THEIR LANDING RIGHTS THERE, ESPECIALLY PAN AM'S, HAVE OFTEN SEEMED IN JEOPARDY. PRESIDENT DIRECTOR WIWEKO OF GARUDA, WITH SALIM'S FULL SUPPORT, WAS THE CHIEF ARCHITECT OF THIS POLICY.

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3. IN ANTICIPATION OF THE PATA CONFERENCE IN MARCH 1974, THE GOI STOPPED AGGRESSIVELY PURSUING "ONE GATEWAY" IN LATE 1973. ALSO IN ANTICIPATION OF THE PATA CONFERENCE, BALI HOTELS WERE OVERBUILT. IN VIEW OF THE CONTINUED LOW OCCUPANCY RATE IN BALI, "ONE GATEWAY" MADE LESS AND LESS SENSE AND IT CAME UNDER INCREASING PRESSURE FROM HOTEL AND TOURISM INTERESTS. ITS FINAL BURIAL BY SALIM REPRESENTS A VICTORY FOR GEORGE RISAKOTTA, GOI DIRECTOR OF AIR TRANSPORTATION, WHO HAS CONSISTENTLY ARGUED THAT INDONESIA SHOULD BE FREE TO USE MULTIPLE GATEWAYS FOR BRAGAINING PURPOSES. THIS, OF COURSE, IS THE IMPLICATION OF SALIM'S REFERNCE TO NEGOTIATIONS.

4. WITH THE OFFICIAL ABANDONMENT OF "ONE GATEWAY", COUNTRIES WHOSE CARRIERS DO NOT HAVE BALI LANDING RIGHTS FOR SCHEDULED FLIGHTS CAN NOW FEEL FREE TO NEGOTIATE FOR THESE. SALIM HAS MADE CLEAR THAT THEY WILL HAVE TO GIVE SOMETHING SUBSTANTIAL IN RETURN. THE GOVERNMENT HAS NOT ENUNCIATED ANY NEW POLICY ON CHARTERS, BUT RECENT ACTIONS AND PRIVATE STATEMENTS INDICATE THAT THE DOOR IS OPEN; E.G., NORTHWEST'S RECENT APPLICATION (JAKARTA 12513) WAS APPROVED WITHOUT DIFFICULTY.

5. THE BALI PROBLEM HAS CONSISTED NOT ONLY OF RESTRICTIONS ON THE NUMBER OF CARRIERS ALLOWED TO LAND THERE, BUT ALSO OF RESTRICTIONS ON THE NUMBER OF FREQUENCIES THEY HAVE BEEN ALLOWED TO OPERATE. THIS QUESTION ALSO IS EVIDENTLY NOW NEGOTIABLE; SALIM ANNOUNCED THAT QANTAS'S SYDNEY-BALI SERVICES WOULD BE UPPED FROM ONE TO TWO PER WEEK IN 1976, IN RETURN FOR AN INCREASE FROM THREE TO FIVE PER WEEK IN GARUDA'S SERVICES ON THE SAME ROUTE, UNDER AN AGREEMENT NOW AWAITING APPROVAL BY THE AUSTRALIAN AUTHORITIES. MEANWHILE, SALIM ADDED, AS A RESULT OF RECENT NEGOTIATIONS WITH THE BRITISH AND JAPANESE, GARUDA IN DECEMBER WILL COMMENCE FLYING HONG-KONG - BALI (TWICE A WEEK) AND TOKYO - BALI (ONCE A WEEK).
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